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Guidelines are presented, based on the experiences of several communities, for communities seeking to establish official human relations committees. Many have formed biracial committees because they faced a crisis in human relations. Northern communities have gone far beyond the simple committee structure and have created commissions with enforcement powers and multiple jurisdictions--commissions staffed with professionals in the intergroup relations field. There is overwhelming evidence that certain features are vital to the success of any committee or commission on human relations. It must be clearly understood that the purpose of such an official body is to act as an instrument of orderly change with the goal of achieving equal opportunity for all. Agencies created by ordinance, given enforcement powers, and staffed by professionals are the most effective. Any committee created should have a permanent basis, and there should be provision for continuity of membership. Membership should represent a cross-section of religious and ethnic groups in the city. The group should be charged with dealing with the wide range of human relations problems which exist in every community. The committee must have programs of positive action as well as grievance procedures. It is essential that the committee have strong backing by the city administration, that it be ranked on par with other departments of government, and that it be provided with an adequate budget.

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GENERAL GUIDES: SCHOOL DESEGREGATION AND INTERGROUP RELATIONS

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Asst. Asoc of Inter.

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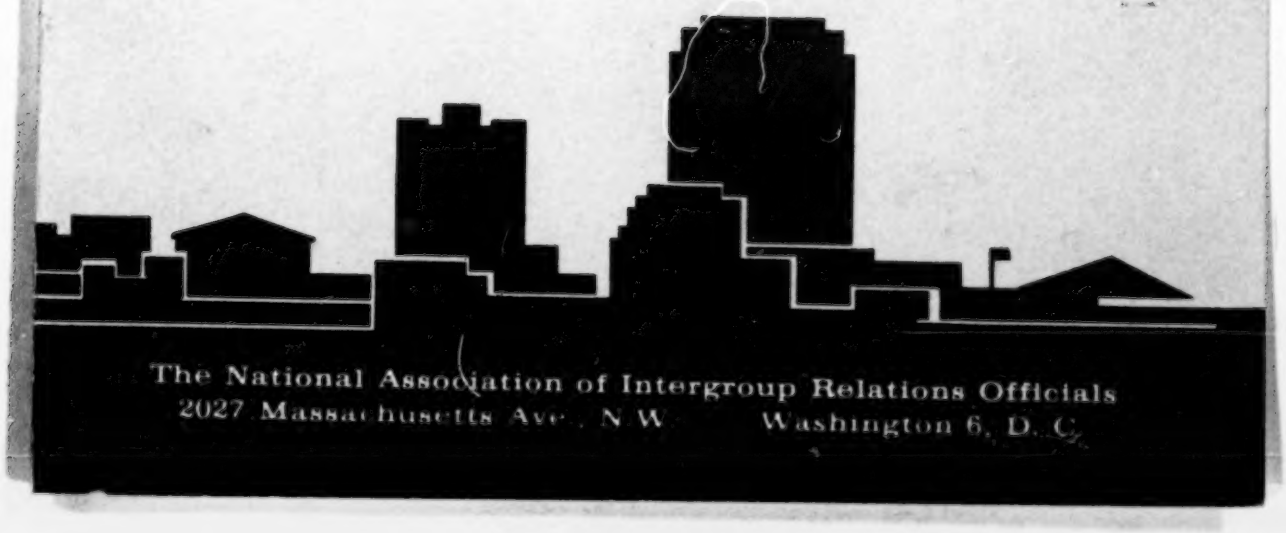
# Memorandum to Municipalities:

# GUIDELINES FOR MUNICIPAL HUMAN RELATIONS COMMITTEES

Office of Education-EEOP
Research and Materials Branch

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*The time has come for Americans of all races and creeds and political beliefs to understand and to respect one another. So, let us put an end to the teaching and preaching of hate and evil and violence Let us turn away from the fanatics, from the far left and the far right, from the apostles of bitterness and bigotry, from those defiant of law, and those who pour venom into our nation's bloodstream.*

*President Lyndon B. Johnson*

## A Memorandum to Municipalities

This is a memorandum and not a blueprint. It is directed to communities which want to establish official human relations committees. The suggestions made herein are not absolutes. They are merely guidelines, based on experience.

Many communities have formed biracial committees because they faced a crisis in human relations. The alternative was to let adjustments in human relations be worked out on the street corner.

Human relations committees are not a new idea. Many Southern communities had such groups in the 1920's. Many Northern communities have gone far beyond the simple committee structure and have created commissions with enforcement powers and multiple jurisdictions — commissions staffed with professionals in the intergroup relations field.

There is overwhelming evidence that certain things are vital to the success of any committee or commission on human relations. These things should be set forth at the outset:

1. It must be clearly understood that the purpose of such an official body is to be an instrument of orderly change, with the goal of achieving equal opportunity for all.

2. Agencies created by ordinanc given enforcement powers, and staffed by professionals are the most effective.

3. Any committee created should have a permanent basis and there should be provision for continuity of membership.

4. Membership in the Committee should represent a cross-section of religious and ethnic groups in the city, and only committed persons who enjoy the respect of the community should be appointed.

5. The group should be charged with dealing with the wide range of human relations problems which exist in every community.

6. The committee must have programs of positive action as well as grievance procedures.

7. It is essential that the committee have strong backing by the city administration; that it be ranked on par with other departments of government; and that it be provided with an adequate budget.

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## 1. What Human Relations Problems Exist?

Problems relating to school desegregation were the focal point for many of the local human relations committees[1] formed several years ago. Especially in the South these groups were called bi-racial committees and in many communities they were the first democratic channels of communication across racial lines to be established. Kentucky alone had some fifty committees which were formed in the years just after the 1954 school desegregation decision of the Supreme Court. Now, human relations committees in other sections of the country are turning their attention to the pervasive problem of de facto school segregation.

Demonstrations at lunch counters and other places of public accommodation brought another wave of establishment of local committees. In the month of October, 1960 alone, the Southern Regional Council reported that at least 29 official organizations had been formed. Often these groups were formed because community leaders sought a way to avoid public disturbances and economic disruption. They created institutions with the specific task of dealing with such problems. The increasing use of demonstrations in the North has also spurred the creation of new human relations agencies.

The problem of employment discrimination is receiving increased attention by local committees, both North and South. Growing frustration with the slow pace at which new opportunities

[1]For consistency the term human relations "committee" is used even though some city human relations agencies are called "commissions" and others "councils."

have been opened to minority groups points to more use of demonstrations and selective buying campaigns. Any examination of the explosive forces building up in American cities documents the seriousness of this problem.

Discrimination in housing and the concentration of non-whites in the "inner city" daily demands more attention from municipal government. This imbalance of population is recognized as one of the most difficult and far reaching of the intergroup relations problems which cities have to face.

The fundamental responsibility of a city to promote law and order and provide for the equal administration of justice underlies other problems which confront city governments. Local human relations agencies are helping city governments and their citizens to deal realistically with each of these problems. The widespread existence of racial problems in American cities was cited in a proposal submitted to the U. S. Conference of Mayors in September, 1963. It said in part:

"The racial demonstrations and tensions of the past several months have origins in very fundamental social and economic problems which confront virtually every American city . . . The continuing growth of the suburbs into new political identity has left many central cities with housing, transportation, and financial problems that in many cases approach crisis proportions. They have also left the central cities of the North with a racial composition of a drastically new character. For example, in the past decade,

the Negro populations of Syracuse, Rochester, New Haven, San Diego, and Fort Wayne all have doubled. The Negro population of Milwaukee has tripled. Today, one of every four citizens in the cities of Philadelphia and Detroit is Negro."

## 2. Why Should These Problems Be A Concern Of City Government?

Racial discrimination is a part of the unfinished business of America; all cities have inherited these problems. Municipalities did not create them, but they are uniquely called upon to deal with them. Many changes are occurring and no one can suggest an overall formula to cope with them, but cities have a special opportunity to provide the machinery of an official human relations organization to deal with them in a democratic framework. City government is closest to the people and there are many aspects of intergroup relations which can be dealt with only at the local level.

The late President John F. Kennedy called for the formation of city human relations committees. Many Governors have urged the mayors of constituent cities to create such committees. The Conference of Mayors, meeting in Hawaii in June, 1963, adopted a policy position which included a call for the establishment of bi-racial human relations bodies. This first action in this field by the Conference of Mayors in its 30-year history was followed in September by creation of a Mayors Committee on Community Relations for the purpose of stimulating such committees.

Establishment of a municipal human relations agency sets an official tone — a public policy —

signifying that the community is concerned about and committed to peaceful, rational methods of resolving differences among its citizens. This action demonstrates that local leaders recognize their responsibility to try to solve the problems of their citizens on a local basis, with local leadership and initiative. Creation of an official body in this field also better enables the city to benefit from the successful race relations experience of other cities which have had successes with a human relations agency.

A city human relations committee provides a forum where persons can take their grievances to be dealt with. A person with a grievance who has no place to take it tends to build up resentment and this increases the probability that if it cannot be resolved through the established channels, other methods may be utilized.

Planning for many years into the future is now one of the most important activities of municipal government. Modern cities have comprehensive long range plans covering anticipated population growth, housing needs, rising school enrollments, expressways, and virtually all aspects of city life. A city human relations agency can provide the machinery whereby all of its citizens will have an equal opportunity to share in planning their city's future.

A recent survey by the U. S. Conference of Mayors indicates that more than 150 municipalities have created human relations committees. Twenty-six states, the District of Columbia, and at least 35 cities have official bodies with professional staff.

## 3. Is The Answer To These Problems a Human Relations Committee?

Many cities have provided excellent examples of what local committees can do. Here are some illustrations.

The Huntington, West Virginia Commission on Human Rights held a series of meetings with representatives of the Merchant's Trade Association, which led to an agreement with six major stores that they would begin employment of nonwhites in retail positions, as rapidly as personnel needs occurred and qualified applicants were available. The decision was shared with the full association of merchants and a resolution of approval and support was adopted without a dissent.

The Human Relations Commission in Louisville, Kentucky, conducted an extensive "testing" program to assemble information on practices in places of public accommodation. The Mayor wrote 400 managers expressing his hope that they would serve those who would be coming as customers. The survey found that approximately 65% of all restaurants were desegregated; of the remaining 35%, few seemed likely to desegregate voluntarily. The Commission found that a significant number of proprietors who did not serve everyone" . . . would do so if they were assured that competing facilities would also serve all people." Results of the study were made public and formed the basis of public support for passage in May 1963 of an ordinance prohibiting discrimination in places of public accommodation.

In Nashville an official Mayor's Committee on Human Rights was formed in the spring of 1963 in direct response to a new thrust of non-violent, direct-action efforts by the Negro community, and under strong urging by a joint committee composed of Negro leaders and the Chamber of Commerce. The primary immediate issue: the pattern of almost complete racial exclusion and discrimination in public accommodations establishments, with the exception of the variety and department store facilities opened in response to the 1960 sit-ins. A special committee of influential leaders from the "power structure" of the city went to work. By telephone calls, face-to-face conferences and individual contacts, a major break-through in the pattern was achieved. The three major downtown motels, three Holiday Inn locations, the Anchor, Allen and Downtowner motels, and five private restaurants in the business district all opened within one month.

Toledo, Ohio.* The Toledo (Ohio) Board of Community Relations was created by the city council in 1946 primarily as an agency for information and education. The Mayor is authorized to appoint 20 persons nominated by business, labor, and religious groups as well as five public members of his own choosing. The Board has an executive secretary, an assistant, and a clerical staff. For five years the Board, together with the University of Toledo and the local federation of teachers, sponsored a two-week intergroup relations workshop for civic leaders and teachers. This was followed by a pilot demonstration project at one of the

*From the City Government and Minority Groups

elementary schools, with intensive study of intergroup relations problems by the entire faculty.

Cognizant of "the fact that the home and community at large are the learning areas in which youngsters pick up discriminatory practices, "the Toledo Board has sponsored, with the presidents of Catholic, Jewish, and Protestant women's groups, a series of annual Women's Institutes on Human Relations. These institutes have dealt with such topics as prejudice in speech, the high cost of discrimination, fair employment, Spanish speaking neighbors, housing, and how to deal with problems and controversies in intergroup relations. In addition, the Board sponsors a Program Planners Institute every other year to explain the group's work to representatives of civic groups.

Philadelphia* The Philadelphia Commission on Human Relations was established by the home rule charter of 1951. The following year it assumed the powers and duties of the Philadelphia Fair Employment Practice Commission, established in 1948. With a staff of 21 professional employees, the Commission has been able to initiate a variety of programs. It has developed a special training program in human relations for municipal personnel and for volunteers in community groups. (It now administers a fair housing law.)

In 1961 the Philadelphia Commission held a seminar for executives of press, radio and television, and intergroup relations agencies to discuss the handling of racial news. A set of guidelines was adopted for voluntary use by

news media and agencies. The Commission also began a leadership development and participation program to help prepare young minority group citizens for service on various boards and committees.

Kalamazoo* The city council of Kalamazoo, Michigan, in 1955, declared its opposition to segregation in housing. Later, at the instigation of the Council on Community Relations, more than 1,000 Kalamazoo citizens signed a newspaper advertisement which endorsed the right of all Americans to buy or rent a home in the neighborhood of their choice. "These positive actions by official agencies and citizens in Kalamazoo have resulted in greater freedom for nonwhites to move out of segregated areas," the Michigan Advisory Committee to the Commission on Civil Rights commented. The Kalamazoo city manager, commenting on the interrelationship of minority housing and development of the community as a whole, said "the problems of all persons and all groups in the city are mutual . . . unsolved problems of a social and economic nature retard the growth and advancement of the entire city."

Alton, Illinois* The youth committee of the Alton Commission on Human Relations, in cooperation with local businessmen, sponsored a Youth Employment Day in 1961. Negro and white high school students took jobs for a day with various business establishments and, as an immediate result, several of the students obtained part-time employment. The Commission felt that the community as a whole gained a new view of the potential of both white and Negro youth.

While these examples illustrate what a human relations agency can do, no one should think of such a committee as a "cure-all." Experience shows that such groups can be effective instruments of orderly change, but there have been instances where a committee served no beneficial purpose. If an official body is not representative, or if the appointing authority is not committed to achieving genuine equality of opportunity, the group could be a negative factor. Disregard the one established in an effort to preserve the status quo or to foster the least possible change.

A human relations committee cannot insure peace and stability. It should not be employed to squelch demonstrations or to frustrate the aspirations of those seeking fair treatment. However, such bodies can provide machinery to deal with demonstrations when they take place, and to interpret to the community the conditions which give rise to protest demonstrations. Also experience suggests that demonstrations may be less likely where an effective human relations groups is at work. A committee is not a guarantee against demonstrations, nor should it be, but if they occur it may help to make them less bitter and more easily resolved.

Sometimes an emergency or temporary committee is created to give attention to some particular human relations problem. In some places, a temporary agency has proven to be somewhat effective. Some temporary organizations have formed the nucleus for a permanent group. However, it is clear that short term groups will not be able to deal with the more basic and fundamental problems that must be

resolved. In some communities, the disbanding of "emergency" committees after they had accomplished a limited objective resulted in the resumption of demonstrations which might have been unnecessary had the group continued its work as a permanently established, officially sanctioned organization.

## 4. What Should Be The Purposes Or Objectives For Such A Committee?

Each human relations body should have a clear, written statement of purpose explaining that the committee will work to obtain fair treatment for all citizens and to eliminate discrimination based on race, religion, or national background. A simple listing of purposes, such as the following, is recommended:

PURPOSES

1. To promote equality of opportunity for all citizens.
2. To promote understanding, respect, and good-will among all citizens.
3. To provide procedures to deal with grievances.
4. To provide channels of communication.
5. To prevent violence and reduce tensions.
6. To facilitate orderly social change.
7. To serve as a resource of objective information.

Even in the most troubled communities, the committee should be able to agree on a purpose, including the promotion of planned human relations progress while keeping lines of communication open among all segments of the community.

The purposes should include efforts to anticipate trouble areas before they grow into serious open conflicts. The purpose should be broader than any one issue, however pressing that issue might seem to be when the committee is created.

Sometimes local groups begin their work in a mediating capacity. Experience has shown that this should not be considered the primary purpose of the human relations body, although it should be able to perform that function when requested or when it appears necessary. To confine its work to mediating disputes which other groups have been unable to resolve limits it to a posture of dealing with problems only after they have gotten out of hand. An alert human relations committee should seek out the intergroup relations problems of the community and provide leadership to deal with them before they become more difficult to solve. An agency limited to mediating has already missed the most significant role which such local groups should play — that of providing leadership in recognizing and resolving potential problem areas. A representative body which recognizes its leadership responsibility should be able to assist in the process of choosing areas which are ripe for progress. If the committee forfeits its leadership role and merely reacts to the directions provided by other groups, it may often find itself mediating in situations where positions have hardened and change becomes difficult of accomplishment.

## 5. To Achieve These Purposes, What Should A Human Relations Committee Do?

Wishing will not make it so. To achieve its purposes, there are certain things a human

relations committee must do. Following the creation of the group, the appointment of its members, and their organizing themselves on a functional basis, the first big step is for the members to become informed about their community — its population characteristics, its intergroup relations history, its leadership (political, economic and business, labor, civic, religious, and minority-group), its human relations resources. They must also inform themselves as to what is being done elsewhere.

The human relations committee cannot wait until its members are fully informed before it gets its program underway. Even as the members are becoming acquainted in a new way with their community, there are certain things to do. The group should establish liaison with a wide range of community leadership, institutions, agencies, and groups. They should make known to these individuals and organizations the existence of the agency, its purposes, and its membership. They should ask them for assistance in becoming informed about the community and offer them the services of the committee.

An educational program should be developed that will reach the decision makers and the opinion molders of the community. This may take the form of a speakers bureau which will provide speakers for civic, educational, fraternal, and religious groups. Contact must be made with the newspapers, the radio stations and television channels. Special programs should be developed for parent-teacher groups and school assemblies.

Studies of the human relations needs of the community should be undertaken. Assessments of governmental and community resources to meet these needs should be made. Plans to fill the gaps between present capacity and required capacity to meet the needs should be recommended.

The human relations committee should meet on a regularly scheduled basis. The meetings should be open to the public, but time for executive sessions should be set aside. The agency should have an announced procedure for receiving grievances, processing them, and reporting outcomes of efforts to conciliate differences.

An official human relations body must be an initiator as well as a reactor. It should develop affirmative action programs in such areas as employment, housing, education, public accommodations, police-community relations, and communications. This probably would call for sub-committees to develop and monitor such programs.

Some intergroup relations professionals refer to internal and external programs. Internal programs are those which affect the various units of government itself as an employer, as a contractor, and in its services to its citizens. External activities are those programs which deal with the non-governmental, private segment of the community such as industries, businesses, real estate operators, department stores, restaurants, bars, hotels, motels, union membership practices, etc. Both internal and external programs are important if the human relations committee is to do what is needed.

The human relations agency or committee should establish contact with the federal, state, and other municipal governmental agencies which exist, and also with the private human relations agencies nationally, regionally, statewide and in their own midst. Contact with college or university departments of sociology, psychology, government (or political science), and schools of law, education, and business are also useful if they are available. Often, graduate students may be assigned by their professors to undertake limited research projects for human relations committees.

The human relations committee should develop extensive newspaper clipping files, maintain a human relations library (the city or a college library may do this for the committee), and should circulate a newsletter to responsible community leadership.

The human relations agency should make recommendations to the city administration as to how the needs of the community may be better met.

Most committees have found they can be effective in influencing the decision makers who can establish fair treatment policies. Here the members can share information about places where progress has been made and advise on methods to follow the examples already established. When genuine community leaders are involved in the local group, they will have easy access to those individuals in the community who can most readily establish and implement fair treatment policies.

One of the more important things a human relations committee may do is to interpret to the general community and to the city administration the reasons for protest action by minority groups. The most obvious, of course, is the feeling of grievance and a sense of frustration in overcoming it. The right of all persons to assemble in an orderly way, to picket, to demonstrate in seeking redress for grievances must be made known as legitimate and proper. The aspirations of minority-group citizens to be a part of main-stream life without false hindrances based on race, religion, or national background needs to be interpreted to the community. The responsibilities that go with rights must be interpreted to minority-group and majority group leaders alike.

Finally, the human relations committee needs to be a voice of sanity and calmness in crisis, pointing to orderly solutions and enabling citizens to reach them through the democratic process.

## 6. How Should the Committee Be Created?

When a committee is formed it should have the clearest and strongest possible official sanction. Many of the best official bodies have been created by permanent city ordinance. This leaves no doubt of their official legal status and helps to establish in the public mind the policy of city government to support the purposes of the agency. This recognition of the responsibility of government to protect the rights of all its citizens, can be one of the most significant factors bringing about fair treatment for all citizens. Establishment of the committee by

ordinance would also place the problem of discrimination on a plane parallel to many other operations of city government.

Several alternative methods, somewhat less satisfactory, of indicating governmental support for improved human relations might be utilized if a committee created by ordinance is not possible. In some cities, a resolution adopted by the city council or other governing body may have something of the same effect as an ordinance. Many groups have been formed by simple motion by the governing group. In numerous communities, the mayor has acted on his own responsibility to form a local human relations committee. Such groups have made a significant contribution in some sections of the country. Of course, the absence or presence of the mayor's leadership and strong backing will often make the difference between an effective or an unsuccessful human relations committee. Certainly the city's executive leadership needs to be involved if a local committee is to carry out its obligations.

## 7. How Should The Committee Be Constituted?

Obtaining a representative committee is one of the most crucial factors in its success. Ultimately, the commitment of the committee members and their influence in the community will determine the effectiveness of the group. The character of the group will depend upon the integrity and the sensitivity of the appointing authority, but local groups supporting the creation of a committee have responsibility to assist officials in selecting the best possible members. It is fundamental that a cross-section of the

community, such as religious groups, civic groups, the civil rights action organizations, labor, management, minority, and various other levels of leadership be represented. Leaders and groups in each of these segments are often asked to suggest names of potential members, but normally the persons selected serve as individuals rather than as "representatives" of particular groups.

Obviously every committee member must hold a commitment to work for fair treatment for all persons, even though individual group members may disagree about the best methods to be used in attaining that objective. Those who deny the basic concepts of our democracy, and are not personally committed to the objectives of equal opportunity must not be placed in a position where they can thwart the program which is needed.

Special attention needs to be given to the selection of Negro members of such committees. In whatever manner the group is appointed, there is one requirement which is unchanging: those making the selections cannot afford to forget that the Negro members must be persons who have the trust of the Negro citizens. Choosing Negro members solely on the basis of their acceptability to white people will not work.

Some appointing authorities need to better understand the difference between appointing Negroes who have only "status" and appointing those who are leaders with a following. Negroes appointed to human relations committees should be widely respected by and have a following among Negro residents of the community.

The number of members on a local human relations committee must be governed by the community situation and the purposes and functions which the group expects to carry out. The availability of professional staff assistance, and the extent to which committee members themselves must carry out the work of the agency would also be influencing factors. Relatively small committees of six to eight members have proven successful in some communities, but others have effectively involved a larger group of up to 25 members.

The size of a local committee is also related to its functions. City agencies with laws to enforce may have fewer members than those that have no enforcement powers. Committees that are limited to educational and community relation methods may need larger boards to provide more out-reach in the community. Commissions that are smaller according to their governing law may have an advisory council involving greater numbers of people. Larger committees will need to have a smaller executive body.

## 8. What Staff And Budget Is Needed?

Experience over a number of years shows a great difference between the accomplishments of city committees which have professional staff and those which don't. This should be no surprise. Some 35 city human relations agencies have full time staff members. Most of the larger cities which have committees, have staffs to carry out the work of their committees or commissions. They also have budgets appropriated from public funds. Many medium and smaller

cities have available staff assistance, as the attached partial listing will indicate.

Experience throughout the country shows a very high mortality rate for city committees without staff, as compared with those which have staff. City agencies with ordinances to enforce have found that a professional staff is a necessity. Every effort should be made to provide funds for personnel.

A minimal budget to provide professional staff for a small city agency should be in the range of $15,000 to $20,000 annually. This amount should provide salary for one trained intergroup relations professional, one secretary, and money for operating and program expenses. Some cities have experimented with trying to combine in one person the skills possessed by a competent intergroup relations worker and those of a clerk-stenographer. The outcome has been frustration for the overworked person and grave limitations.

When more funds are available more resources can be brought to bear on the human relations problems of the community. The Philadelphia, Pennsylvania, Commission on Human Relations, for example, has an annual appropriation of $225,000 financing a staff of twenty-five professionals and supporting clerical employees. The Toledo, Ohio Board of Community Relations has a staff of two professionals and two clerical employees and a budget of approximately $30,000 per year.

The national office of the National Association of Intergroup Relations Officials would gladly

share experience on best procedures for establishment of budget and selection of staff. No decision is more important to the work of a local committee than staff selection. As pointed out by Jack Greenberg, in Race Relations and American Law, "activity and effectiveness are not determined merely by budget, but to a great extent reflect the attitude of the guiding personnel."

The possibility of securing part-time staff assistance or consultation from professionals of voluntary community relations groups could be explored where lack of funds leaves no alternative. In some smaller cities the Mayor's secretary has been designated to receive informal complaints of discrimination and other communications from citizens to the human relations committee otherwise without staff assistance.

Obviously there will be wide variation in the amount of financial support which a city can provide for its human relations body. Those cities which can provide a budget for staff should do so, but those which find it impossible should not be deterred from creating a committee for lack of funds.

## 9. How Should The Committee Organize Itself?

Usually, the number of officers and the method for their selection is indicated in the document creating the group. Most human relations agencies select a smaller executive committee and some have a larger advisory committee.

Many local committees have found the creation of subcommittees a useful device to greatly

extent the lines of communication and increase the work of the group. Sub-committees can involve more people and make the whole program more representative. They can enable the parent committee to have several projects going at the same time. If one of the projects is frustrated or delayed, attention can be given to those aspects which are not stymied. Subcommittees also have been used to involve leaders in the city who may not live within the city limits.

The Louisville, Kentucky, Human Relations Commission has an extensive committee system which proved especially useful in building community support for passage of a city ordinance giving the Commission added powers. Soon after the Louisville Commission was established in March 1962, eleven committees were created. Included are separate committees in each of the problem areas: education, employment, housing, and public accommodations. Four separate committees include professional consultants in the areas of program, legal, news media, and research. Another three committees work to build community support and include religious groups, institutions and agencies, and civic organizations.

To maintain liaison with the parent Commission, one member of the Commission was appointed to serve on each subcommittee. The mayor wrote letters to each of the approximately 200 subcommittee members asking them to serve. As a result of its efforts to spread representation, the Louisville Commission reports that their subcommittee members represent Louisville groups with a combined total of more than 200,000 members.

## 10. How Can The Committee Establish And Maintain Communication With The Principal Elements Of The Community?

A local human relations committee should establish early contact with the news media. As a minimum, the public should know through the press about the existence of the agency and its purposes. The community should know who the individual members of the committee are so that they can be contacted to advance the purposes of the group. A basic purpose for all groups should be communication and this will not be strengthened where a committee declines to give any information to the public press. At the same time, no responsible body would give out for publication information about confidential negotiations which might be in process. In many cases, information cannot be given out until policies have been established and implemented over a period of time.

It is difficult to try to lay down rules in this field. The question of press relations is largely one of individual situations, ongoing process, and the public right to know. Committee members, having attained the status of community leaders, generally already have had some experience in dealing with the press.

Close contact should be maintained between a local human relations committee and all civil rights, religious, civic and other groups within the community. Continuing communication with the direct action groups should be an integral part of the work of the committee. It should be obvious that the "action groups" will continue to provide much of the direction for change in

intergroup relations in this country. The establishment of a cooperative relationship between participants in the total committee and these other groups not only aids anticipation and resolution of some of the problems which exist, but such communication is also a requisite part of the long term solution itself.

Having representation from the direct action groups is one of the best ways to establish and maintain communication. Misunderstanding of purposes and programs is least likely to occur when there is direct face to face conversation between all those involved in this process of change. Official bodies which have excluded representation from "action groups" have often experienced difficulty in knowing what these groups were doing, or in having them understand what the committee was trying to do.

## 11. Have Local Committees Found That Enforcement Legislation Is Necessary?

Local human relations committees have proven to be of immeasurable influence in lessening unhealthy community frictions and in eliminating discrimination, but they obviously have not attained all their objectives. Most of the official organizations, and especially those formed in recent months, have been limited to using education, conciliation and persuasion as methods for eliminating discrimination. Many older agencies which started out with these limitations have concluded from their experience that they must have enforceable ordinances to be effective and they have obtained such legislative enactments. Many of the committees now being formed may not have the practical or political

opportunity to secure immediately similar ordinances, but they should be aware of the needs shown by experience elsewhere, and establish as one primary goal the enactment of enforceable ordinances.

Those who suggest that education and persuasion -- but never law — should be used to bring about fair treatment for all persons may not be fully aware of the precedents for the use of law in our society.

The growing number of cities and states with enforceable laws helps provide the experience which show that statutes are necessary. A goodly number of cities have fair employment acts; some 14 have fair housing statutes; and others have ordinances prohibiting discrimination in places of public accommodations. These cities are reinforced by more than thirty states which prohibit discrimination in places of public accommodation, 12 states which have outlawed discrimination in private housing, and 26 which have fair employment acts.

The conclusion of A Century of Civil Rights by Milton R. Konvitz, says, "The choice is not between law as a means and education as a means; for the law is itself a teaching device and education is itself an enforcing device. The disagreements are only superficially over the means. The real disagreements are over the ends -- the inclusion of the Negro race in the community of citizens and in the communion of human beings. But in this instance, end and means are inextricably intertwined. . ."

# Municipal Agencies

Baltimore Equal Employment Opportunity Commission
People's Court Building
Fayette and Gay Streets
Baltimore 2, Maryland

Board of Community Relations
1502 City Hall
Buffalo 2, New York

City of Chicago
Commission on Human Relations
211 West Wacker Drive
Chicago 6, Illinois

Mayor's Friendly Relations Committee
105 City Hall
Cincinnati 2, Ohio

Community Relations Board
320 C.T.S. Building
1404 East 9th Street
Cleveland 14, Ohio

Dayton Commission on Human Relations
321 W. 4th Street
Dayton, Ohio

Des Moines Commission on Human Rights
Armory Building
Des Moines, Iowa

Denver Commission on Community Relations
260 West Side Annex Building
Denver 4, Colorado

City of Detroit
Commission on Community Relations
1106 Water Board Building
Detroit 26, Michigan

Erie Community Relations Commission
606 Commerce Building
Erie, Pennsylvania

Gary F.E.P.C.
Room 209 City Hall
Gary, Indiana

Human Relations Commission
City Hall
Grand Rapids, Michigan

Commission on Human Relations
City Hall
Greensboro, North Carolina

Community Relations Board
City Hall
Kalamazoo, Michigan

Los Angeles County Commission on Human Relations
220 North Broadway
Los Angeles 12, California

The Louisville Commission on Human Relations
Room 101 F, Mayor's Suite
City Hall
Louisville, Kentucky

Commission on Human Rights
811 North Broadway
Milwaukee 2, Wisconsin

Minneapolis F.E.C.P.
250 South Fourth Street
Minneapolis, Minnesota

Mayor's Commission on Group Relations
City Hall
Newark, New Jersey

N.Y.C. Commission on Human Relations
80 Lafayette Street
New York 13, New York

Fair Employment Practices Committee
City Hall
Youngstown 3, Ohio

Philadelphia Commission on Human Relations
625 City Hall Annex
Philadelphia 7, Pennsylvania

Pittsburgh Commission on Human Relations
518 City County Building
Pittsburgh 19, Pa.

Council on Human Relations
Municipal Court Building
1320 Market Street
St. Louis, Mo.

St. Paul Fair Employment Practice Commission
1700 City Hall and Court House
St. Paul, Minnesota

Board of Community Relations
565 North Erie Street
Toledo 2, Ohio

Commissioner's Council on Human Relations
District Building
Washington 4, D. C.

NOTE: This list was compiled from the files of the Conference of Commissions on Human Rights. It is not a complete list of all municipal official agencies.

March 11, 1964